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C O N F I D E N T I A L SECTION 1 OF 2 MOSCOW 18780

E. O. 11652 N/A
TAGS: ECON, UR
SUBJECT: 1975 SOVIET ECONOMIC PLAN AND BUDGET

1. SUMMARY: DECEMBER 19 CENTRAL PRESS CARRIES TEXT OF PREVIOUS DAY'S ANNUAL ECONOMIC PLAN AND BUDGET SPEECHES DELIVERED, AS
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USUAL, BY GOSPAN CHAIRMAN BAYBAKOV AND FINANCE MINISTER GARBUZOV TO SUPREME SOVIET SESSION. 1974 ECONOMIC RESULTS ARE MIXED, WITH

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KEY INDICATOR OF NATIONAL INCOME GROWTH SHARPLY DOWN FROM REDUCED TARGET FOR YEAR SET LAST DECEMBER (NOT TO MENTION GOAL SET FOR 1974 WITHIN NINTH FIVE-YEAR PLAN). 1975 PLAN CALLS FOR REDUCED GROWTH TARGETS ALMOST ACROSS THE BOARD, AND IN PARTICULAR SPELLS MORE BAD NEWS FOR CONSUMERS. IT FEATURES ANOTHER "ZIG" IN ECONOMY'S LURCHING ZIG-ZAG PATTERN, NOW RETURNING TO STRESS ON HEAVY INDUSTRY. INDUSTRIAL OUTPUT SLATED TO RISE MODEST (BY SOVIET STANDARDS) 6.7 PERCENT, WITH GROUP A (PRODUCER GOODS) TO INCREASE BY 7 PERCENT AND GROUP B (CONSUMER GOODS) BY 6 PERCENT. SECTORS TO RECEIVE GREATEST IMPETUS IN 1975 WILL BE FUELS/ENERGY/MACHINEBUILDING, CHEMICAL, AND AND PETROCHEMICAL INDUSTRIES. CAPITAL INVESTMENTS FOR NEW PLANT AND EQUIPMENT WILL BE SEVERELY CURTAILED IN 1975, APPARENTLY AT PERSONAL INSISTENCE OF BREZHNEV, FOR WHOM CORRECTION OF PROBLEM OF SPREADING NEW INVESTMENTS TOO THINLY THROUGHOUT ECONOMY IS BECOMING A FETISH. REPORTED DEFENSE SPENDING WILL DECLINE IN 1975 BY 200 MILLION RUBLES AND AS SHARE OF 1975 BUDGETARY PIE TO 8.4 PERCENT FROM 9.1 PERCENT OF 1974 BUDGET. FOREIGN TRADE TURNOVER EXPECTED TO RISE BY 13 PERCENT IN 1975, WITH CEMA TRADE LEADING WAY AS USUAL. MORE "COMPENSATION" DEALS MAY BE EXPECTED WITH WESTERN COUNTRIES AND CEMA-COUNTRY "COMPEN-SATION" ARRANGEMENTS WITH USSR ALSO RECEIVING ATTENTION AS WAY FOR CEMA COUNTRIES TO PAY FOR INCREASED COSTS OF RAW MATERIALS FROM SOVIET UNION (ESPECIALLY OIL AND GAS). 1974 AGRICULTURAL RESULTS AND 1975 PLAN REPORTED SEPTELS. END SUMMARY.

2. 1974 RESULTS. INDUSTRIAL OUTPUT IS TO INCREASE BY 8 PERCENT (FYP GOAL FOR 1974 WAS 8.5 AND REDUCED TARGET ANNOUNCED LAST DECMEBER 6.8). GROWTH IN INDUSTRIAL LABOR PRODUCTIVITY FOR YEAR NOT SPECIFIED, BUT BAYBAKOV ALLEGES THAT FOR FIRST FOUR YEARS OF FYP IT ROSE BY 26.4 PERCENT. (COMMENT: THIS FIGURE APPEARS HIGHLY INFLATED, SINCE IN 1971-73 PERIOD TOTAL GROWTH AMOUNTED TO ONLY 18.5 PERCENT. EVEN IF 26.4 PERCENT GROWTH IN LABOR PRODUCTIVITY WERE ACCURATE, IT STILL FALLS WELL SHORT OF FYP TARGER OF 29 PERCENT THROUGH 1974. BAYBAKOV OPENLY ACKNOWLEDGES THIS IN SPEECH. END COMMENT) NATIONAL INCOME IN 1974 ROSE MISERLY 5 PERCENT (FYP FOR 1974: 6.7; REDUCED TARGET: 6.5). ONE REASON FOR THIS MAY WELL BE THAT SCATTERSHOT APPROACH TO CAPITAL INVESTMENTS--ABOUT WHICH BREZHNEV EXPRESSED IRRITATION--HAS CAUSED LOW LEVEL OF FINISHED PROJECTS BOTH IN 1973 AND IN 1974,
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RESULTING IN DIMINISHED INCREASE IN NATIONAL WEALTH. RETAIL TRADE WILL INCREASE BY 6.0 PERCENT (FYP FOR 1974: 7.3; REDUCED TARGER: 6.3). WHILE 1974 WAGE FIGURES NOT STATED, BAYBAKOV MENTIONS THAT FOR 1971-74 PERIOD AS WHOLE AVERAGE MONTHLY WAGES FOR SALARIED WORKERS ROSE "MORE THAN 15 PERCENT" (FYP FOR PERIOD: 17.5

PERCENT) AND REAL PER CAPIAA INCOME GREW ALMOST 19 PERCENT (FYP FOR PERIOD: 23.8 PERCENT). IN SHORT, ONLY SIGNIFICANT PERFORMANCE INDIX FOR 1974 IN WHICH SOVIETS CAN TAKE COMFORT IS GROWTH IN IDUSTRIAL OUTPUT. EVEN THERE RISE WAS LESS THAN ENVISAGED FOR

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YEAR UNDER FYP.

3. 1975 PLAN. FOLLOWING TABLE OF TERTAIN KEY INDICES SUMMARIZES SOVIET REDUCED EXPECTATINS FOR 1975 COMPARED WITH TARGET FOR YEAR UNDER FIVE-YEAR PLAN RUBRIC:

	REVISED 1974 GROWTH TARGET	FYP GROWTH TARGET FOR 1975
INDUSTRIAL PRODUCTION	6.7 PERCENT	8.8 PERCENT
OF WHICH GROUP A	7.0 PERCENT	8.6 PERCENT
OF WHICH GROUP B	6.0 PERCENT	9.3 PERCENT
INDUSTRIAL LABOR PRODUCTIVITY	5.7 PERCENT	7.6 PERCENT
NATIONAL INCOME	6.5 PERCENT	7.4 PERCENT

4. INDUSTRY. FOR WHATEVER REASON, THE SOVIET LEADERSHIP IS ZIGZAGGING AGAIN IN ITS ECONOMIC POLICY, STRESSING GROUP A PRODUCTIION FOR YEAR 1975. GREATEST IMPETUS WILL BE DEVOTED TO MACHINEBUILDING, CHEMICAL, PETRO-CHEMICAL, AND FUELS/ENERGY INDUSTRIES. THIS, ACCORDING TO BYABAKOV APOLOGETICS, IS LOGICAL SINCE THESE AREAS "DETERMINE TECHNICAL PROGRESS THROUGHOUT ECONOMY." THUS, 1975 PLAN PUTS FINISHING TOUCHES TO SHAMBLES OF CONSUMER-ORIENTED POLICY ENUNCIATED AT XXIV PARTY CONGRESS AND CODIFIED IN NINTH FYP (IN WHICH GROUP B PRODUCTION WAS SUPPOSED TO GROW BY 48.6 PERCENT VERSUS 46.3 PERCENT FOR GROUP A). IN ONLY TWO YEARS OF FYP (1971 AND 1974) WILL GROUP B PRODUCTION HAVE OUTPACED THAT OF GROUP A.

5. SPECIFIC OUTPUT TARGETS FOR SEVERAL INDIVIDUAL COMMODITIES FOLLOW (WITH FYP GOAL FOR 1975 GIVEN IN PARENTHESIS FOR COMPARISON):

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ELECTRICAL ENERGY: 1035 BILLION KWH (1065)

OIL: (WITH GAS CONDENSATE) 489.4 MILLION TONS (WITHOUT GAS CONDENSATE 496 MILLION TONS)

GAS: "OVER" 285 BILLION CUBIC METERS (320)

COAL: 700 MILLION TONS (694.9)

STEEL: 142 MILLION TONS (146.4)

MINERAL FERTILIZERS: 90 MILLION TONS (90)

PLASTICS: 2.8 MILLION TONS (3.5)

CEMENT: 122 MILLION TONS (125)

FABRICS: (ALL TYPES) 10.2 BILLION SQUARE METERS (11.1)

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6. CAPITAL INVESTMENTS. TOTAL CAPITAL INVESTMENTS IN 1975 WILL TOTAL 113 BILLION RUBLES (7.3 PERCENT INCREASE OVER 1974 OF WHICH 98.6 BILLION WILL COME FROM STATE BUDGET (8 PERCENT OVER 974). BOTH FIGURES (APPROXIMATE) PLANNED TARGETS UNDER FYP. ON OTHER HAND, BOTH BAYBAKOV AND GARBUZOV NOTE THAT AROUND 70 PERCENT OF ALL INVESTMENT WILL BE DIRECTED TO PROJECTS ALREADY UNDERWAY,

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COUPLED WITH STRICT LIMITATION ON APPROVAL OF ANY NEW INVESTMENT PLANS. TAKEN TOGETHER, THESE TWO FACTS WOULD APPEAR TO INDICATE AN INTENSIFICATION OF EFFORTS TO BRING ON STREAM HUNDREDS OF PROJECTS AROUND COUNTRY WHICH HAVE BEEN LANGUISHING UNFINISHED DUE TO FACT THAT INVESTMENT PROGRAMSPREAD TOO THINLY THROUGHOUT ECONOMY. MAJOR AREAS TO RECEIVE INVESTMENT IMPETUS IN 1975 WILL BE FUELS/ENERGY SECTOR, FERROUS AND NON-FERROUS METALLURGY, CHEMICAL INDUSTRY, MACHINE BUILDING INDUSTRIES, LIGHT INDUSTRY, AND PULP/PAPER INDUSTRY. ADDITIONALLY, IN BUDGET SPEECH GARBUZOV NOTES HIGH LEVEL OF INVESTMENTS TO BE MADE IN SUPPORT OF BAIKAL-AMUR RAILWAY (BAM) PROJECT.

7. TRANSPORTATION. PLAN HAS NO MAJOR SURPRISES IN TRANS-PORTATION FIELD. REGARDING CIVIL AVIATION, BAYBAKOV NOTES THAT PASSENGER FLEET WILL BE ENLARGED IN 1975 WITH "NEW TYPES OF AIR-PLANES AND HELICOPTERS."

8. ENERGY. NUMEROUS REFRENCES MADE THROUGHOUT BOTH BAYBAKOV AND GARBUZOV SPEECHES TO URGENT NEED FOR INCREASED ATTENTION TO ENERGY SECTOR. BOTH STATE THAT GREATEST DEVELOPEMENT IN 1975 WILL TAKE PLACE IN "EASTERN REGIONS OF THE COUNTRY," IMPLYING SOVIET FAR EAST RATHER THAN SIMPLY SIBERIA. GARBUZOV REFERS TO IMPORTANCE OF BAM PROJECT FOR ENERGY DEVELOPMENT, PARTICULARLY OIL. BAYBAKOV STATES THAT IN ORDER TO "EASE THE TENSION" OF THE FUEL/ENERGY BALANCE IN EUROPEAN PART OF COUNTRY, IMPETUS WILL BE GIVEN IN 1975 TO RAPID EXPANSION OF EXISTING ATOMIC POWER STATIONS IN ORDER TO CONSERVE MINERAL FUELS USED AT THERMAL STATIONS. SHARPLY REDUCED TARGETS FOR OIL AND GAS PRODUCTION IN 1975 VIS-A-VIS FYP GOALS MUST BE CAUSING CONSTERNATION IN INDUSTRIAL CIRCLES SINCE DEMAND CAN ONLY BE RISING. COAL PRODUCTION TARGET FOR NEXT YEAR WELL ABOVE FYP 1975 GOAL, WHICH IS FURTHER EVIDENCE OF GREATLY INCREASED IMPORTANCE SOVIETS ATTACH TO COAL AS AN OIL - AND GAS-SUBSTITUTE FUEL.

9. CONSUMER WELFARE. LONG-SUFFERING CONSUMER APPARENTLY WILL NOT FARE TOO WELL AGAIN IN 1975. IN ADDITION TO GENERAL CIRCUM-STANCE THAT GROUP B OUTPUT AGAIN FALLING BEHIND THAT OF GROUP A, VARIOUS CONSUMER INDUSTRIES WILL SHOW ONLY MODEST GROWTH RATES:

LIGHT INDUSTRY - 4.6 PERCENT
FOOD INDUSTRY - 4.7 PERCENT

LOCAL INDUSTRY - 5.5 PERCENT

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NOTABLE EXCEPTION IS HOUSEHOLD GOODS INDUSTRY, WHERE GROWTH OF ALMOST 8 PERCENT IS EXPECTED. AFTER CITING THESE GLOWING STATISTICS, BAYBAKOV BLUNTLY NOTES THAT "IT BECAME IMPOSSIBLE TO REACH THE LEVELS SET BY THE DIRECTIVES OF THE XXIV PARTY CONGRESS FOR THE PRODUCTION OF CONSUMER GOODS." GARBUZOV NICELY CONTRASTS OFFICIAL EMPHASIS ON "A" AS OPPOSED TO "B" BY NOTING THAT FINANCING OF HEAVY INDUSTRY IN 1975 FROM ALL SOURCES WILL AMOUNT TO 110.7 BILLION RUBLES, WHILE THAT OF THE CONSUMER-ORIENTED INDUSTRIES WILL BE ONLY 12.7 BILLION.

10. OUTLOOK FOR WAGE INCREASES IN 1975 IS ALSO RATHER BLEAK. AVERAGE MONTHLY WAGES OF SALARIED WORKERS WILL RISE ONLY 2.7 PERCENT (TO 144 RUBLES), WHILE COLLECTIVE FARMERS' INCOMES SHOULD GO UP 5 PERCENT (TO OVER 96 RUBLES). ON OTHER HAND, MINIMUM WAGES FOR INDUSTRIAL WORKERS WILL RISE, AS WILL INCOME LEVEL BELOW WHICH NO INCOME TAXES ARE LEVIED (TO 70 RUBLE/MONTH). 1.8 BILLION RUBLES BEING ALLOTTED FOR SUPPORT OF CHILDREN IN LOW-INCOME FAMILIES. TAX SCALE ON INCOME BETWEEN 71 AND 90 RUBLES PER MOTH WILL BE LOWERED. AVAILABLE HOUSING IN 1975 IS TO INCREASE BY 197 MILLION SQUARE METERS, ENOUGH TO PROVIDE IMPROVED LIVING CONDITIONS FOR 11 MILLION COMRADES.

11. FOREIGN TRADE. FOREIGN TRADE TURNOVER IN 1975 EXPECTED TO INCREASE BY 13 PERCENT. BAYBAKOV STATES, WITH TERSE UNDER-STATEMENT, THAT FOR ENTIRE FYP FOREIGN TRADE WILL "SIGNIFICANTLY EXCEED TARGET FOR THE PERIOD." NOTING THAT CEMA TRADE WILL CONTINUE TO PLAY LEADING ROLE IN SOVIET FOREIGN TRADE, BAYBAKOV RECITES LIST OF CURRENT CEMA PROJECTS IN USSR. HE THEN REFERS TO ORENBURG-WESTERN BORDER OF USSR, POLOTSK-BIRZHAY-MYAZHEYKYAY PIPELINES, AND "OTHER PROJECTS" AS WAY BY WHICH CEMA COUNTRIES ARE PARTICIPATING IN USSR DEVELOPMENT FOR RECEIPT OF MUCH-NEEDED OIL AND GAS IN RETURN. BRIEFEST POSSIBLE MENTION IS MADE OF TRADE WITH WESTERN COUNTRIES, WITH BAYBAKOV NOTING ONLY THAT MINISTRIES SHOULD MAKE EXTRA EFFORT TO BRING ON STREAM IN TIMELY FASHION PROJECTS BEING BUILT ON COMPENSATION BASIS.

12. 1975 BUDGET. GARGUZOV'S BUDGET SPEECH CONTAINS NO MAJOR SURPRISES. NOT UNEXPECTEDLY, THE DEFENSE BUDGET IS BEING
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"RUTHLESSLY SLASHED BY ANOTHER 200 MILLION RUBLES" AS USSR OSTENSIBLY LEAVE NO STONE UNTURNED IN QUEST FOR PEACE. SINCE BUDGET ITSELF IS UP OVER 1975 (208.3 BILLION RUBLES VERSUS 193.9 BILLION) DEFENSE SEGMENT IS REDUCED FROM 9.1 PERCENT TO 8.4 PERCENT OF TOTAL. EXACTLY WHAT PORTION OF DEFENSE APPROPRIATIONS IS HIDDEN IN CIVILIAN SECTOR OF BUDGET REMAINS THE SECRET OF MESSRS. GRECHKO AND GARBUZOV (AMONG OTHERS).

13. COMMENT: THE PICTURE FOR 1975 DOES NOT LOOK ESPECIALLY BRIGHT FOR SOVIET ECONOMY. FIGURES CITED IN PARA 3 ABOVE SHOW SHARP CURTAILMENT OF PLANNED EXPANSION OF ECONIMIC GROWTH. THIS

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RETRENCHMENT WOULD NOT OF ITSELF INDICATE BAD NEWS FOR SOVIET PLANT MANAGERS AND CONSUMERS IF, AS RESULT, ECONOMY EMERGED MORE QUALITY-ORIENTED, THAT IS IF INTENSIVE RATHER THAN EXTENSIVE DEVELOPMENT WERE TO BECOME THE REALITY RATHER THAN SIMPLY THE SLOGAN. THE HEAVY HAND OF COMRADE BREZHNEV IS IN EVIDENCE THROUGHOUT PLAN AND BUDGET DOCUMENTS, AS BOTH BAYBAKOV AND GARBUZOV PAY TRIBUTE TO THE BREZHNEV TOUCH IN FINE-TUNING THE ECONOMY. HIS GREATEST INFLUENCE DOUBTLESS IS REFLECTED IN CAPITAL INVESTMENT POLICY. FURTHER, IT IS ENTIRELY POSSIBLE THAT RETURN TO PRIORITY FOR GROUP A PRODUCTION MAY BE CAUSED LESS BY ECONOMIC NECESSITY THAN BY FEAR OF ALLOWING SOVIET CONSUMER TO GO TOO FAR, TOO FAST.
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